

**DEPARTMENT OF SECONDARY-SCHOOL  
PRINCIPALS**  
of the  
**National Education Association**

**Meeting the Emergency  
in Education**

**The Present Situation  
What is Being Done About It  
Some Suggestions for School Administrators**

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**BULLETIN**

**NUMBER 46 APRIL, 1933**

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# BULLETIN OF THE DEPARTMENT OF SECONDARY-SCHOOL PRINCIPALS OF THE NATIONAL EDUCATION ASSOCIATION

NUMBER 46

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Address all communications to H. V. CHURCH, Executive Secretary,  
3129 Wenonah Avenue, Berwyn, Illinois.

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## Foreword

The testing time for American democracy has come. In the midst of the present period of trial for our basic institutions, the schools could not escape unscathed. Their activities have been seriously curtailed at a time when they are most needed. This fact is as much the concern of the citizen and the statesman as of the teaching profession.

In view of the gravity of the situation the National Education Association and the Department of Superintendence appointed, early in 1933, the Joint Commission on the Emergency in Education. This Commission was charged with the task of collecting the facts concerning the crisis in education, of taking these facts to the public, and of giving advice and assistance to school people. In its activities the Commission has the co-operation of local and state education associations and other agencies, many of which have already taken vigorous and effective steps to protect the educational rights of children.

Desirous of making a contribution to the work of the Joint Emergency Commission, the Department of Secondary-School Principals offered to devote this issue of the *Bulletin* to the emergency in education and to supply copies to the members of the Departments of Superintendence and Elementary-School Principals.

This *Bulletin* will serve as a handbook for educational interpretation in the present emergency. It is designed (1) to present concisely the situation confronting public education in America; (2) to indicate briefly what the organized profession is doing through its Joint Commission on the Emergency in Education; (3) to present suggestions for educational interpretation in the emergency in the form of concentrated content material and outlines of methods and devices.

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## How to Use This Bulletin

Herewith are a few suggestions on using this *Bulletin*:

1. Make it the basis for group study and faculty meetings.
2. Place it in the hands of the members of your committee on educational interpretation.
3. Devote at least one meeting of teachers to a report and discussion of the activities of the Emergency Commission. Make clear that such work is made possible only by memberships in professional organizations—local, state, national.
4. Mimeograph such sections as "What Can Teachers Do in this Emergency?" and "Knowing Your School" so that each teacher may have a copy.
5. Ask teachers to go carefully through the two sections mentioned in item 4 for suggestions as to what they can do and to find out whether they are up to the minute on facts about their own schools, equipped to answer all the questions intelligent patrons may ask as well as the unfounded statements of the carping critic.
6. Have teachers develop further parts of the section "Answering Some Current Criticisms and Proposals" for use as newspaper stories or messages to parents.
7. Note the methods and devices of educational interpretation which other schools are using. Appoint committees to consider plans and projects which might be used profitably in your school.

### REMEMBER—

- (1) That the every-day work of the school in its manifold services to the child and to the community is its best means of educational interpretation.
- (2) That the classroom teacher is the key person in educational interpretation.
- (3) That the pupils interpret the school for good or ill every time they return home; that if they do not come to understand and appreciate the significance of the schools to themselves and society while they are pupils their misunderstanding will be likely to show when they become citizens and taxpayers.
- (4) That non-professional employees of the school are an important factor in the development of good will.

## The Present Situation in Education

*(This section is from a statement prepared for the Joint Commission on the Emergency in Education by the Research Division, National Education Association.)*

A careful survey of public education in the United States for the current school year reveals three distinct trends:

1. Increasing demands are made on the public schools.
2. Decreasing financial support is accorded the public schools.
3. Curtailment of educational service is growing.

In all estimates employed in this presentation, an attempt was made to be conservative and to picture the situation as accurately as scattered data available would warrant. Basic data on enrollments, teaching staffs, and expenditures are presented in Table I. The increasing demands made on public education are on two scores: the increase in pupil enrolment, and the decrease in teaching staff. Since 1926 a uniform rate of increase in enrolment of one percent a year is shown. Each year there are about 200,000 more children in the public schools than in the previous year. But it is in the upper levels that the great increases in enrolment appear. That the high-school enrolment has moved upward at a rapid rate is clearly seen in the increase from (in round numbers) 3,750,000 in 1926 to 5,400,000 in 1933. The severity of the increasing demands made on the public schools is still more clearly seen in noting that, while the depression has accelerated the enrolment of pupils, it has *reduced the number of teachers*. In 1933 there are about as many on the rolls of the public-school staff as there were in 1930, yet there are to-day *almost one million more pupils on the rolls of these teachers*.

The effect of the depression on public-school expenditures was slow in appearing and was only slightly apparent in 1931. But in 1932 and 1933 the rate of decrease gathered momentum until at present the total annual expenditure for public education in elementary and secondary-schools is under \$2,000,000,000

—an amount less than that spent in 1926. The cost per child enrolled showed slight annual increases from 1926 through 1930. In 1931 a downward trend began, which in 1933 has reached approximately an annual cost of \$74 per child enrolled as compared with \$90 in 1930 and \$82 in 1928.

Expenditures for capital outlays are presented separately because they show a strikingly different trend from total expenditures. In the period between 1927 and 1930, annual expenditures for buildings, sites, and equipment seemed to be stabilizing at slightly less than \$400,000,000 per year. Beginning in 1930, however, a rapid decline in these expenditures began, so that by 1933 expenditures for capital outlays have reached the low figure of \$154,000,000.

The data presented in Table 1 are converted into index numbers in Table 2, using 926 as the basal year. By reading the index numbers for 1933 for each of the items, it is possible to secure a rapid review of changes since 1926. These changes may be summarized as follows: number of teachers, principals, and supervisors—up 6 per cent; high-school enrolments—up 43 per cent; total enrolments—up 7 per cent; expenditures—down 3 per cent; cost per child enrolled—down 10 per cent; and expenditures for capital outlays—down 63 per cent.

The index numbers from Table 2 have been used as a basis for constructing Chart I. This chart clearly reveals the downward trend of expenditures, cost per child enrolled, and capital outlay, and the opposing upward swing in enrollments, particularly at the high-school level.

Evidently, these trends could be maintained only at the expense of severe economies and retrenchments in many school systems. The type of adjustment made varies greatly in different communities and states, but a few preliminary figures for 1932-33<sup>1</sup> will indicate some of the more common types of retrenchment now being followed.

**Building Program.** School building construction has been largely suspended. As a result, it is estimated that approximately 250,000 children are attending school on a part-time basis and approximately 150,000 children are housed in temporary or portable shacks. Probably not more than one city in twenty has any classrooms under construction this year. There has

<sup>1</sup>Unless otherwise noted, figures are from: U. S. Office of Education, and Research Division, National Education Association. *The Current Situation in Education*. Washington, D. C.: American Council on Education, 1933.

TABLE 1.

CERTAIN PUBLIC SCHOOL STATISTICS, 1926-33<sup>1</sup>

Years ending June 30	Number of teachers, principals, and supervisors	High- School enrolment, only	Total enrolment	Total expenditures <sup>2</sup>	Cost per child enrolled	Expenditures for capital outlays, only
1	2	3	4	5	6	7
1926	831,078	3,757,466	24,741,468	\$2,026,308,190	\$81.90	\$411,037,774
1927	842,654	3,834,372	24,960,582	2,105,322,414	84.35	397,016,965
1928	854,230	3,911,279	25,179,696	2,184,336,638	86.75	382,996,156
1929	867,297	4,155,350	25,428,856	2,250,563,511	88.50	376,937,062
1930	880,365	4,399,422	25,678,015	2,316,790,384	90.22	370,877,969
1931	892,466	4,729,000	26,062,749	2,316,613,523	88.89	320,240,159
1932	897,018	5,058,000	26,294,700	2,188,273,000	83.22	237,120,080
1933	882,018	5,387,000	26,526,700	1,961,900,000	73.96	154,000,000

<sup>1</sup>Sources: Data for 1926, 1928, and 1930 from U. S. Office of Education, *Biennial Surveys of Education*.

Data for 1927 and 1929 by direct interpolation.

Data for 1931 are based chiefly on returns from forty states and the District of Columbia as reported in National Education Association, Research Service Circular No. 11, 1932. Enrolment is estimated by adding 1930 figures for the remaining eight states and then increasing the total by 1.498 per cent to allow for 1930-31 increases in these eight states. Expenditures, capital outlays, and number of teachers, principals, and supervisors are the 1931 figures for forty states and the District of Columbia plus 1930 figures for the remaining eight states. High-school enrolment is estimated by direct interpolation between 1930 and 1932.

Data for 1932 are chiefly estimates based on reports from ten states and the District of Columbia. The proportionate change between 1931 and 1932 in these states has been applied to 1931 national figures, to derive total enrolment, total expenditures, and the number of teachers, principals, and supervisors. High-school enrolment is an increase of 15 per cent over 1930 figures, this increase being the rate reported for 202 city school systems in *The Current Situation in Education*, prepared by the U. S. Office of Education and the Research Division of the National Education Association (American Council on Education, 1933, p. 6). Capital outlay is directly interpolated between 1931 and 1933.

Data for 1933 are derived from various sources. Total expenditures and capital outlay are the estimates of the U. S. Office of Education as reported in *The Current Situation in Education*, p. 15. Number of teachers, principals, and supervisors is obtained by reducing the 1932 figure by 15,000; in accordance with an estimate from the U. S. Office of Education, *op. cit.*, p. 22. Total enrolments and high-school enrolments are straight-line projections based on the 1931-32 trend.

Cost per child enrolled is calculated for each year from columns 4 and 5.

<sup>2</sup>Includes current expenses, capital outlays, and interest. Excludes payments for bonds, short-term loans, and sinking funds.

been delay in the construction of approximately 4,000 needed rural-school buildings, and about 18,000 rural-school districts are not at this time making the necessary minor repairs to keep their buildings and equipment from deteriorating.

**Salaries.** Expenditures for teachers' salaries in city-school systems decreased 5 per cent between 1932 and 1933. For cities over 100,000 the decrease between 1931 and 1933 was 8 per cent for teachers in elementary schools and 9 per cent for teachers in high-schools.<sup>1</sup> The decrease for rural-school teachers from 1931 to 1933 was 10 per cent. Salaries have been reduced in perhaps 80 to 90 per cent of all city-school systems.

**Teacher Load.** The decreasing number of teachers and the increasing number of pupils mean a higher pupil-teacher ratio and in most school systems an increased size of class. The general tendency to increase class size in city-school systems, however, antedates the depression.

**Term Length.** Approximately 100 city-school systems have reduced their terms by twenty days or more in 1933, and a large number of rural-schools have reduced their terms by thirty or more days. Actual closing of schools has not yet become widespread. In December, 1932, so far as could be learned, only thirty-eight small rural-schools had closed without making other provisions for the education of the pupils involved, twenty-six of these being reported from a single state. It is anticipated that about 4,500 rural-schools will close very early during the current school year.

**Supplies.** The sale of textbooks has dropped over 30 per cent since 1930. Obviously, worn-out books are not being replaced and new textbooks are not being purchased. Approximately 17,000 rural schools are operating with an abnormal lack of instructional equipment.

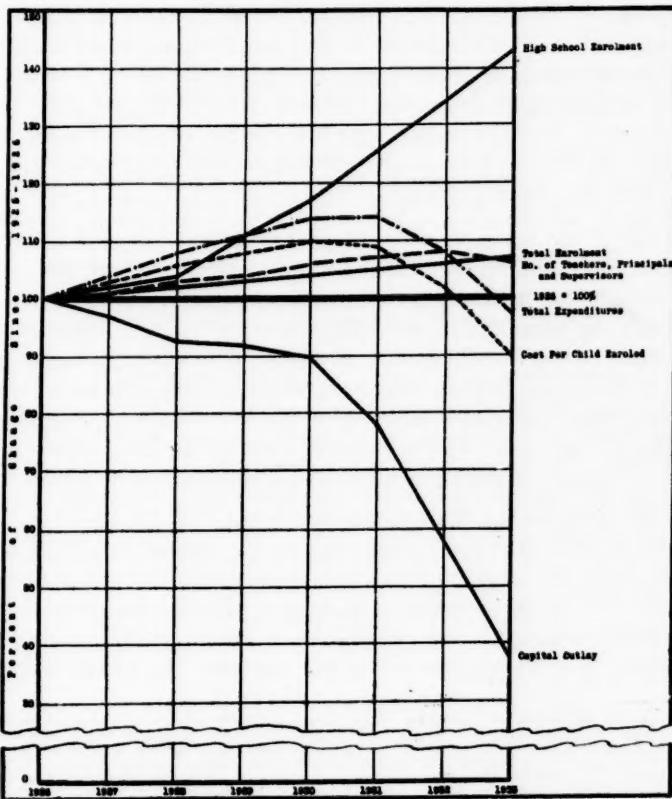
<sup>1</sup>National Education Association, Research Division. *Special Salary Tabulations, I-A.* Washington, D. C.: the Association, January, 1933.

TABLE 2.  
INDEX NUMBERS FOR CERTAIN PUBLIC SCHOOL  
STATISTICS, 1926-33  
(1926=100)

Years ending June 30	Number of teachers, principals, and supervisors	High-School enrolment, only	Total enrolment	Total expenditures	Cost per child enrolled	Expenditures for capital outlays, only
1	2	3	4	5	6	7
1926	100	100	100	100	100	100
1927	101	102	101	104	103	97
1928	103	104	102	108	106	93
1929	104	111	103	111	108	92
1930	106	117	104	114	110	90
1931	107	126	105	114	109	78
1932	108	135	106	108	102	58
1933	107	143	107	97	90	37

**Curtailment of Services.** The elimination or curtailment of educational activities and services presents a complicated and varied picture. The elimination of one or more types of educational service has probably occurred in approximately 50 per cent of the city-school systems of the country. Certain schools and classes appear to be bearing the major share of these curtailments. Health activities and the non-academic subjects of the curriculum such as music, art, home economics, manual training, and physical education are among the subjects suffering most heavily. Night schools, Americanization classes, kindergartens, and schools and classes for handicapped children are among the activities which appear to be most frequently eliminated or curtailed.

### CHART I. INDEX OF CHANGE IN CERTAIN SCHOOL STATISTICS, 1926-1933.



## The Emergency Commission in Action

School people have heard much about the crisis in education. *What they most want now is leadership to show the way out.* One answer of the organized profession to this need was the appointment early in 1933 of the Joint Commission on the Emergency in Education by President Joseph Rosier of the National Education Association and President Milton C. Potter of the Department of Superintendence. Its membership is representative of the whole of American public education.<sup>1</sup>

Its primary function is to serve as a center around which every agency interested in protecting the public schools of America may rally. The Commission does not propose to set up any new organization or machinery. It does hope (1) to stimulate every agency which can make a contribution to education in this emergency; (2) to coördinate and unify the efforts of agencies already at work so that maximum results may be obtained from the effort to save the schools.

The Commission went into action promptly. It held a meeting in Cleveland, Ohio, January 28, at which nineteen projects for immediate action were outlined and work begun at once through the members of the Commission with the assistance of the headquarters staff of the National Education Association. The Commission held numerous sessions at Minneapolis in connection with the winter meeting of the Department of Superintendence. A report of the Commission's work up to that time was presented to the convention and enthusiastically accepted.

At Minneapolis the Commission laid plans for securing the advice of consultants who can inform the Commission as to the facts about the crisis in education in the respective areas of the nation and serve as mediums through which the projects of the Commission may be made effective and known to the entire profession. The wide scope of the list indicates the broad manner

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<sup>1</sup>JOHN K. NORTON, Chairman, Professor of Education, Teachers College, Columbia University, New York, New York. J. B. EDMONDSON, Dean of Education, University of Michigan, Ann Arbor, Michigan. SIDNEY HALL, State Superintendent of Public Instruction, Richmond, Virginia. MRS. F. BLANCHE PREBLE, Chicago Public Schools, Chicago, Illinois. A. L. THRELKELD, Superintendent of Public Schools, Denver, Colorado. HERBERT S. WEET, Superintendent of Public Schools, Rochester, New York. DAVID E. WEGLEIN, Superintendent of Public Schools, Baltimore, Maryland.

in which the Commission is approaching its work.<sup>1</sup>

A series of regional conferences have been held with the consultants. These were held in Kansas City, March 24; Chicago, March 25; Atlanta, April 8; and Cincinnati, April 15.

Through these conferences and a variety of other activities, the Commission is securing accurate information concerning the situation throughout the nation. Every two weeks the consultants receive a special letter carrying up-to-the-minute materials. They are using this material through the membership and the publications of their organizations. Thus the work of the Commission is reaching the entire profession.

**A few other important activities of the Commission include:**

(1) An exhibit of outstanding materials being used by school systems throughout the nation to present the case for education to the people was completed in time for display at the Minneapolis convention. A similar exhibit will be shown at the Chicago convention of the National Education Association July 1-7.

(2) A comprehensive analysis and appraisal of groups and agencies throughout the country which are influential in determining educational policy is being made.

(3) The Commission is developing a statement on basic issues concerning the scope of educational offerings at public expense which will be useful in presenting the case for education to the people.

(4) Articles are being furnished for publication in educational magazines, well known household magazines, and daily newspapers. Famous cartoonists have been asked to put the story into pictures.

(5) A series of nationwide radio programs for this spring is being planned.

By these and other methods the Commission hopes to rally the public and the profession to save the schools and the opportunities of America's children. This is your Commission. It is financed jointly by the National Education Association and the Department of Superintendence. It is made possible because you are a member of the organized profession. You can assist the Commission in three specific ways : (1) Send the Commission suggestions and materials; (2) Assist in disseminating the findings and materials of the Commission; (3) Urge your friends to join in supporting the organized profession which makes the work of the Commission possible. Use the blank on page 31. Address the Joint Commission at 1201 16th Street, Washington, D. C.

<sup>1</sup>Among those named as consultants are the following: (1) The Presidents and ranking officers of the National Education Association and its departments. (2) State Superintendents of Public Instruction. (3) State Directors of the National Education Association. (4) Presidents and Secretaries of State Education Associations. (5) Officers of the National Congress of Parents and Teachers and the state presidents. (6) Editors of state and national educational periodicals. (7) The Presidents and Secretaries of national education fraternities. (8) The United States Commissioner of Education. (9) The Presidents and Secretaries of regional and educational organizations. (10) The Director of the Federal Board for Vocational Education. (11) Officers of schoolboard members organizations.

## The Interpretation of Education

President Franklin D. Roosevelt in his book *Looking Forward* considers teaching the greatest duty of statesmanship. He says, "Government includes the art of formulating policies and using the political technic to attain so much of them as will receive general support; persuading, leading, sacrificing, teaching always because perhaps the greatest duty of statesmanship is to educate." In other words, the President is saying that the statesman must be a teacher and interpreter of government to his people. In the same way the educator must be an interpreter of learning to his people. He must understand by careful study the American ideal of education. He must interpret that ideal with such constancy and vigor that the smaller and more immediate issues which confront the schools will always be faced against this background of fundamental principles and democratic policy.

There has been no better expression of the cornerstone on which American education rests than the principle set forth by George Washington in his farewell message: "Promote, then, as an object of primary importance, institutions for the general diffusion of knowledge. In proportion as the structure of government gives force to public opinion, it is essential that public opinion should be enlightened."

The term "educational interpretation" is broader than such terms as "publicity" or "public relations" which have been borrowed from industry and business. Educational interpretation includes all efforts to visualize and dramatize the significance of schools and learning. Such interpretation is an essential part of the learning process itself. It begins in earliest childhood. We say to the child over and over again in home, church, and school: "You must learn. You must use your senses and your mind. You must think for yourself. You must have ambition and desire to improve yourself. You must master the tools by which men read and write. You must learn the difference between a lie and the truth, between guesses and facts, between misinformation and reliable information." This love of learning as a means of life is deeper and broader than schools. It is this deeper purpose which has created the schools. The schools are not something apart. They are the people themselves organized for the purpose of learning and of teaching their children.

The child needs to understand the school just as he needs to understand the home as a place of growth and mutual helpfulness. He will work harder if he understands the sacrifices that have been made through the decades to establish, maintain, and improve our educational institutions.

Our schools will be truer to community need if the adult citizens of the community understand their history and fundamental purpose, and their problems in this new age. To interpret education in this broad sense is the privilege of every teacher, principal, and superintendent. Without this kind of interpretation the schools will either become detached and de-vitalized or they will be paralyzed by a lack of intelligent public support necessary to make their work genuinely effective.

The men who laid the foundations of our educational system understood these fundamental principles of interpretation. In many cases they themselves were laymen who came to understand the importance of schools through their first hand contact with economic, political, and social conditions. The school began as a response to a need. It must continue to grow as a response to needs. The school can stand on its record. It can take its case to the people with full assurance that they desire the best for their children and for themselves. There will be times and places where the schools will seem to suffer injustice, where sacrifices will be demanded of teachers out of all proportion to the sacrifices demanded of others. The very size of the teaching group and of the educational expenditure exposes the salaries of teachers to public attack, but over a period of time the schools may be confident that they will receive justice from a public which is interested in its own future.

Without the schools democracy itself would go down. There is much to-day to encourage those who seek to safeguard the schools. Everywhere individuals and organizations of influence are publicly recognizing the relation between schools and the democratic ideal. By wise management and broad civic leadership it should be possible to preserve our essential educational services so that when better days come, the schools along with other constructive institutions may move on a higher level of excellence and service.

## The American Ideal of Education

The American ideal of education has grown up along with the American idea of democracy. The best minds and the noblest spirits of each generation have added their bit to this dream of an education which shall bring out in each individual and in our civilization as a whole, the finest qualities of humanity. In the interpretation of education it is important that certain fundamental concepts be kept ever in the minds of the people. In proportion as these major concepts are firmly established, the lesser issues and the more immediate problems will be less difficult of solution. Herewith are given four groups of such concepts which may well furnish the basis for consideration by faculty meetings and groups of citizens. The first is a series of tentative statements dealing with permanent fundamentals. The second deals with certain principles related particularly to the present emergency. The third is a body of principles adopted by the California Congress of Parents and Teachers in January 1933. The fourth is a series of statements by leading citizens and editors in which our educational ideals have been interpreted to the public.

### Some Fundamental Concepts

The following is a list of statements of ideas so fundamental to the whole American system of democracy and education that they should be fixed in the consciousness of all teachers and students:

- (1) The democratic ideal demands for every child an education which, through the discovery and development of his individual abilities prepares him for life; and through training and vocational guidance prepares him for a living which will yield him the maximum of satisfaction.
- (2) In a democracy where sovereignty resides in the people, universal education is fundamental to the safety and security of all social institutions.
- (3) The free school, like the secret ballot, is one of the great milestones in the upward struggle of humanity. It is the foundation of individual liberty and of intelligent citizenship.
- (4) The common school is the institution created, maintained, and controlled by the people for the education of themselves and their children.

- (5) The wealth of the nation wherever located should support the education of both children and adults wherever they may live.
- (6) Just and equitable taxes based on ability to pay form the most economical means of financing public services of which education is one of the most important.
- (7) Taxes are not inherently evil but are simply the price paid for important social services which people wish to maintain in common.
- (8) In proportion to the magnitude of the services which they perform, schools are relatively inexpensive. School expenditures do not absorb an unwise share of our economic resources.
- (9) The education of children cannot be postponed without doing permanent harm. Therefore in times of emergency the welfare of children should be kept first.
- (10) All economic and social advance depends upon the purposes, skills, and character which schools exist to develop.

### Some Concepts for the Emergency

The following statements contain certain points of view which may well be emphasized during the emergency. These can be revised to suit the varied needs and conditions which exist in different communities.

- (1) Children of the depression have a right to an adequate education.
- (2) Teachers have never been overpaid and it is therefore unfair to make them suffer large reductions in salaries at this time.
- (3) A policy of wage reduction as applied to teachers or any other large occupational group simply means prolonging the depression.
- (4) So long as the nation can afford money for tobacco and other luxuries it can afford to educate its children.
- (5) Property taxes are indeed excessive, but the remedy lies in improved tax methods rather than in destruction of educational facilities.
- (6) In time of crisis such as this, the federal government must come to the relief of education.
- (7) Although education on the whole is well administered, it cannot be denied that many worthwhile economies are possible. It is therefore the business of school administrators and the teaching profession generally to seek and inaugurate all possible economies in the conduct of the schools.
- (8) Certain other functions of government are far less important than education. Expenditures for roads and excessive expenditures for war preparation might well be reduced in order to maintain the school system unimpaired.
- (9) The use of public credit—district, municipal, state, or federal—in order to operate the public schools at this time is an entirely justifiable policy.
- (10) Schools must be kept open because there is no other place to send the children. In particular, if high schools are closed, the young people now in high school will be added to already serious unemployment.

### A State Program for Education

The State Board of Managers of the California Congress of Parents and Teachers on January 11, 1933, adopted the following statement of fundamental principles and policies for its guid-

## 14 DEPARTMENT OF SECONDARY-SCHOOL PRINCIPALS

ance. This suggests a procedure by which organizations of citizens may focus public attention on sound educational policies.

- (1) Education shall be the first business of the state.
- (2) Education shall be free to all from kindergarten through college, and equal educational opportunity shall be provided.
- (3) Education shall receive state support with constitutional guarantee, as well as county and district aid.
- (4) Fees for higher education shall not be referred back to county or district budgets.
- (5) Standards of common-school education shall not be lowered to provide amplification of higher education.
- (6) District boards of education shall have final control of their budgets.
- (7) The state board of education and the state superintendent of public instruction shall be free from political control.
- (8) Protection and education of handicapped children shall be assured by the state.
- (9) A state-wide program for the preservation of child health and healthy communities shall be maintained by the state.
- (10) An adequate program of adult education including parent education shall be continued.

### Statements by Leading Citizens

#### GOVERNMENT OFFICIALS:

We have faith in education as the foundation of democratic government. . . . Our schools need the appreciation and co-operation of all those who depend upon them for the education of our youth—the state's most valuable asset. Our schools are to-day enabling America to achieve great results.

—PRESIDENT FRANKLIN D. ROOSEVELT.

Whatever may be the exigencies, whatever may be the reasons for drastic reductions in appropriations, one thing must not happen. There must be no curtailment of educational facilities. The school systems for the education of our children in every state must be kept up to 100 per cent efficiency. A state can afford to lose time on the construction of a road, a bridge, or a building, and by speeding up construction at a later time possibly catch up, but education must be continuous.—FORMER GOVERNOR ALFRED E. SMITH, New York, in *Philadelphia Record*, January 17, 1932.

I am unwilling to practice false economy in reducing the state budget through the elimination or reduction of necessary state aid for public education.—GOVERNOR HERBERT H. LEHMAN, New York, in *School*, October 27, 1932.

#### WRITERS:

But we are a thousand times more dependent on the nation's children for our national safety than on the nation's soldiers! How can we in this present crisis be so short-sighted as to grudge the money to keep the creators of our future well fed, well clothed, well trained, and well armed by vitality, hope, and educated brains.—DOROTHY CANFIELD FISHER, in *Good Housekeeping*, November, 1932.

In times like these, invest in boys and girls. Men talk about buying stock at the bottom. When you invest in a boy or girl you are always buying at the bottom. You are sure that the youngster is going up, and there is no telling how far. I invite every man and woman in America to take a flyer

in Childhood Preferred. I predict a great future for this security. It has investment merit combined with the most exciting speculative possibilities. You are sure to get a man or a woman; you may get a great man or a great woman.—BRUCE BARTON in *The Oklahoma Teacher*, December, 1932.

#### ECONOMISTS:

It is true, as the terrified Technocrats say, that a single turbine now has a capacity of 300,000 horsepower. But it has not a single horsepower capacity for editing a newspaper, or creating beauty, or governing a city, or ministering to human souls who are weary and heavy-laden. And all the turbines in the world cannot develop enough horsepower to take the place of a single school teacher. . . . One of the chief ways of escape from technological unemployment, therefore, is to devote an ever-larger proportion of our workers and our incomes to the public schools.—WILLIAM TRUFANT FOSTER, Director, Pollack Foundation for Economic Research. Address before Chamber of Commerce, Fitchburg, Massachusetts, January 26, 1933.

#### SCIENTISTS:

Education has a capacity for consumption which is wholly unlimited and wholly beneficent if wisely used. It is the finest possible solution to the unemployment problem. It should result only in better government and in the spread of finer and happier living, for much of our misgovernement is due to the misinformation of the voter, and much of our misery to his sheer ignorance. There should be no saturation point whatever to the demand of the public for education if the total economic situation permits it. Further, if the education, whether of youth or of adults, is wisely done, its results should be cumulatively good. A better and better educated electorate should mean better and better government and ever-increasing sanity and happiness in the living habits of the people.—ROBERT A. MILLIKAN, California Institute of Technology, in *The Atlantic Monthly*, December, 1931.

#### EDUCATORS:

The more deeply we analyze the problem of public expenditures, the clearer it becomes that it is not the scientific, social, and educational services of the nation that are bending the American back. And yet, throughout the nation, we are trying to balance budgets by cutting the very heart out of the only things that make government a creative social agency. We slash scientific bureaus. We drastically shrink our support of social services. We hamstring our regulatory agencies. We fire visiting nurses. We starve libraries. We reduce hospital staffs. We squeeze education. And we call this economy. And actually think we are intelligent in calling it that. How the gods must be laughing at us. And how our grandchildren will damn us! By all means let us give prudence a permanent seat in our public counsels. By all means let us stop waste. But let us be sure that it is real waste that we are stopping. Real economy may mean educational salvation. Bogus economy may mean national suicide.—GLENN FRANK, President, University of Wisconsin. Address before Department of Superintendence, Minneapolis, February 27, 1933.

## Answering Some Current Criticisms and Proposals

Particularly in times like these, there is a great deal of misinformation in circulation about the schools. Some of it is careless gossip; some of it is half truth; and some of it is intentionally misleading. Teachers and school officials will find here some helpful material for meeting the common and often carelessly spoken criticisms of the schools which are listed below. This material might be made the basis of a series of short news stories in the daily papers.

In answering such criticisms it is important to present facts and ideas as such. To take the attitude that the school is always right will do more harm than good. Where the school deserves unfavorable criticism, it is best to acknowledge the fact and remedy the situation which makes the criticism possible. Defense of other phases of the school's program will then be more powerful.

### School costs have risen too fast

Answer: Give reasons for increased cost since 1914<sup>1</sup>: (1) Depreciation of the dollar—49 per cent of increase; (2) Longer terms and increased attendance—27 per cent of increase; (3) Improvements in educational service—24 per cent of increase.

### Schools are costing too much<sup>1</sup>

Answer: The total cost of public education was only 3.35 per cent of the national income in 1930. The cost for education was \$2,615,068,177; 25.47 per cent of the total tax collections. For every dollar for schools, \$1.35 was spent for life insurance; \$2.22 for building construction; and nearly \$5 for automobiles.

Since 1930 expenditure for public education has been reduced. (See section on "The Present Situation in Public Education.") According to the U. S. Office of Education report of a special 1932-33 study, the cost of education per child per day in school has been cut 14 cents since 1929-30, a decrease of 22 per cent in three years. In 1930 the average cost per child per day

<sup>1</sup>See N. E. A. Research Bulletin, November, 1932 for further information.

in the public elementary and high-school was 62.8 cents. In 1933 it is estimated the figure will be only 48.7 cents, a lower level than any year since 1922.

Most of the money spent for schools returns directly into the channels of business. Indirectly, the schools also return far more wealth than they cost. They create wants which lead to enriched markets. A prosperous nation cannot be built upon the incomes of the ignorant or upon the simple wants of the uneducated. In addition to creating a favorable environment for business, education provides it with a trained personnel. The U. S. Department of Commerce in a recent study of 570 commercial bankruptcies<sup>1</sup> found that

Over 40 per cent of the total group of 570 bankrupts did not finish grade school. Approximately 70 per cent were not high-school graduates. Less than 10 per cent were college graduates.

The Commerce Department makes this comment on the findings:

It may be inferred from the above facts that lack of education in many cases was a contributing cause of failure. Knowledge and training can be secured both in school and through experience, but the disproportionate use of either method, except in unusual cases is not conducive to success. The majority of bankrupts did not secure the necessary knowledge and training in school.

### There are too many fads and frills in modern education

Answer: Some of the "fads and frills" frequently mentioned are: music, art, domestic art, industrial art, activities, vocational courses, dramatics, health work, supervision, testing. Many people believe that so much time is spent on them that no time is left for the Three R's. More time goes to the latter than ever—twice as much for the average pupil as in 1866 and three times as much as in 1826.<sup>2</sup> The proportion of time is somewhat less but the aggregate is greater because the pupil has a longer school life. The following are a few suggestive answers to the criticism: (1) The school of to-day is training pupils for a new world. New subjects and new methods are the response to twentieth century needs and to demand on the part of parents. They should no more be discarded than should the inventions and discoveries of the last twenty years in business and industry. (2) Many of these subjects are the most practical in the curriculum.

<sup>1</sup>U. S. Department of Commerce, *Causes of Commercial Bankruptcies*. Domestic Commerce Series No. 69, 1932. 56 p. Washington, D. C.: U. S. Government Printing Office.

<sup>2</sup>Mann, Carleton H. *How Schools Use Their Time*. Bureau of Publications, Teachers College, Columbia University, New York, N. Y. 1928.

(3) Music and art prepare pupils for leisure which is increasing. (4) Health work is indispensable under modern living conditions. It is the only safeguard to the physical welfare of many of the pupils. (5) The school must teach more different types of pupils than formerly and therefore must provide a wider array of courses in order to meet the varying needs and abilities of the pupils. (6) Elimination of "frill subjects" would not reduce costs. The pupils would have to be transferred to other courses equally expensive.

### **Teachers' salaries should come down with others**

Answer: Teachers have never asked, nor received, special favors. In the present crisis they have not only done their usual work, but have assumed new burdens even though their salaries have been almost universally reduced and in many cases long delayed or not forthcoming at all. Teachers' salaries have come down despite the fact that in 1929 the average teacher received only 70 per cent as much as the average gainfully employed worker.

### **Business has had to retrench. Why not the schools?**

Answer: There has been a distinct retrenchment in education—the budget for education in the nation being reduced as shown elsewhere in this *Bulletin*. There is an insistent demand on the part of certain groups for still further retrenchment. Some business enterprises have had to discharge nearly all of their employees. The leaders of these enterprises sometimes feel that the schools should be treated in similar fashion. They forget one fundamentally important factor. The demand for the products of business and industry generally have been greatly reduced during the depression. Meanwhile demands made upon the schools have increased by leaps and bounds.

### **Supervisors are not necessary**

Answer: Supervisors are an integral part of an efficient school system. Their task is to assist teachers to make their work more effective. When a supervisor helps a teacher to keep a pupil from failing, he saves the school the cost of another year's education for that pupil. The supervisor has wide experience and the advantages of special training which enable him to improve the work of teachers, especially those who are inexperienced. He notes the practices of the best teachers and makes

them the standards for all the teachers. A factory cannot be operated profitably without supervisors, whether they be called foremen or overseers or superintendents. Neither can a school operate with greatest economy and profit without supervision.

### **Administrative staffs are too large and costly**

Answer: Adequate administration pays for itself many times over. It makes effective the work of the teaching members of the staff and thus greatly improves instruction which is the primary purpose of the school system. Thus it saves money indirectly. It also saves school funds directly by careful and skillful management of all the affairs of the school which involve large sums of money.<sup>1</sup>

### **Taxes are an unjust burden**

Answer: Taxes, if equitably assessed, are not a burden to anyone. By means of taxation people work together in common enterprises and are thus able to provide themselves with services which, as individuals, they could not afford. School taxes are by far the most economical method of securing the services the school renders. This is not to say that present tax systems are either as efficient or as equitable as they should be. Too much of the tax burden rests upon real estate. Inequities which exist, however, do not prove that the theory of taxation is inherently bad.

### **Children do not learn to work in modern schools**

Answer: Our early schools were taught on the theory that sparing the rod would spoil the child. Learning was mostly a process of memorizing. In most cases the facts so laboriously drummed in were of no use whatever in the later life of the pupil. To-day's school places the emphasis upon doing and thinking. The motive power is supplied by interest rather than by the rod. The interest theory succeeds because pupils are taught more useful facts and skills, the significance of which has been carefully explained to them. Children do work in the modern school and they work more effectively than did pupils of the old-time school.

<sup>1</sup>See Anderson, Homer W. "Adequate Administration in Financing Education." Official Report, Department of Superintendence, National Education Association, 1933. Washington, D. C.: the Department.

## Knowing Your School

A check list of selected items every teacher should know about his school.

If you were talking with a patron of your school could you acquaint him with the ideas and facts below or answer his questions concerning them?

*NOTE: On the items in this list which lend themselves to comparison the teacher should be familiar with the facts not only in his own community but also in the larger units of county, state, and nation.*

### Contributions of the school

- Provides good educational opportunities for all the children.
- Provides educational opportunities through group action at a cost far lower than they could be secured by individuals.
- Provides regular and wholesome employment of the child's time.
- Assumes many duties the home formerly cared for.
- Develops an intelligent citizenry—the basis of social and business progress.
- Provides adult educational opportunities.
- Serves as a center of community activities.
- Provides housing and sponsorship for the group activities of youth.
- Serves as an agency for performing emergency social functions.
- As shown by history of local school system.

### Economic values of the school

- Money circulating in community as a result of schools—salaries; expenditures for supplies and equipment.
- Increased value of property due to schools.
- Increased earning capacity of the individual due to education; of the community.
- Increased demand for and consumption of many modern products as a result of education.
- Increased incentives to industries to locate in the community.
- Higher wages because children are kept out of labor markets.
- Value of custodial service for all children of school age six hours per day.

### Educational opportunities for pupils

- Curriculum and extracurriculum offerings.
- Reasons for recent changes in organization, curriculum, or method.
- Standards of buildings and equipment as to health of pupils and effectiveness of their work.
- Extent of physical welfare activities for pupils.
- Special opportunities provided for atypical children.
- The length of the school year.
- Per cent of retardation among pupils as a measure of the school's efficiency.
- Holding power of the school.
- Extent to which the services of the school have been omitted or curtailed due to reduced financial support.

### School finance

- Status of board of education—fiscally independent or otherwise.
- Amount of school budget.
- The tax levy for schools; for all other public service such as fire and police protection, roads, and public buildings.
- Kind of tax furnishing most of school revenue.
- Amount and proportion of revenue coming from local, state, and national sources.
- The distribution of the tax dollar; the school dollar.
- Per cent of the annual expenditure which goes for educational services. For debt services.
- The per cent school costs are of the tax collections.
- The per cent the value of school property is of the wealth of the district.
- The value of public school property per child; in average daily attendance.
- The cost of current expenditures per pupil in average daily attendance.
- The indebtedness of the school system, both floating and bonded.
- Reasons for financial policy of school system.
- Financial ability of local unit to support its schools properly and consideration of whether assistance from a larger unit is needed.
- How much school costs have risen since 1914 and why.
- Extent of reduction of school budget during the present economic crisis.
- Constructive economies effected to meet reduced income.
- Suggestions as to how school finances might be placed upon a sounder basis in the future.

(For sources of information on these items in state and nation see page 28.)

### Teachers' salaries and services

- The salary schedule.
- The average salary of teachers; of custodians.
- How teachers' salaries compare with those of other individuals of like training.
- Did teachers' incomes rise along with incomes of other workers in prosperous times?
- Training and certification requirements.
- The average teacher load.
- Number and per cent of teachers attending summer school.
- Increased responsibilities of teachers during the economic crisis.

Suggestion to school administrators: Duplicate this check list and provide each teacher with a copy.

## What Can Teachers Do in This Emergency?

A check list prepared for the Joint Commission on the Emergency in Education by J. B. Edmonson

The teacher is a most important agent in the protection of the educational interests of children. The question, "What can teachers do in the present emergency?" is frequently asked. To answer this question the following list of activities has been prepared. The list may be used as a basis of discussion and appraisal of programs of professional activities.

- 1. Give enthusiastic support to the program of local parent teacher associations.
- 2. Participate in the work of discussion groups that are concerned with constructive economies in public expenditures.
- 3. Become familiar with all the important facts about the school which patrons should know.
- 4. Give special attention to the cultivation of good will on the part of parents.
- 5. Cooperate with others in the study of objectives of public education.
- 6. Help to protect the various cultural agencies of the community: libraries, museums, art galleries and other agencies.
- 7. Study the state educational program as set forth in the state educational magazines.
- 8. Join the state and the National Education Association, as well as local groups.
- 9. Seek to find and to practice economies in the expenditure of public funds.
- 10. Cooperate in efforts to create a favorable attitude towards support of government.
- 11. Become acquainted with local and state tax systems and compare with systems elsewhere as to adequacy and equity.
- 12. Help to develop a program of instruction better adapted to the needs of pupils of varying abilities.
- 13. Teach pupils an appreciation of the schools and other governmental services.
- 14. Cooperate with other teachers in answering newspaper attacks made on education.
- 15. Increase the amount of attention given to instruction in matters of character and good citizenship.
- 16. Study the material reported in the volumes entitled "Recent Social Trends."
- 17. Place a copy of the "Children's Charter" in your schoolroom and keep the items in the Charter before the pupils, the parents, and the general public.
- 18. Cooperate in movements to insure the more careful selection of a smaller group of candidates for training for the teaching profession.
- 19. Cooperate in efforts to insure the appointment of the ablest persons from among candidates for teaching positions.
- 20. Help to keep before the American people the ideal of a free public school open to all children, regardless of the social or economic status of their parents.
- 21. Take an interest in all movements that affect the well-being of children, including child labor legislation and legislation to protect the moral well-being of children.

<sup>1</sup>A check list prepared for the Joint Commission on the Emergency in Education by J. B. Edmonson.

## Methods and Devices of Interpretation

The material presented here suggests ways of interpreting the schools through certain groups. Before these technics can be most successfully used, however, it is essential that there be interpretation on the part of principals and superintendents to these groups. For example, how many teachers could give reliable information on the majority of the items included in the check list on page 20? Teachers, parent-teacher workers, or pupils cannot be reliable or effective agents of interpretation unless they are themselves thoroughly informed on all the facts which the community should know about the schools.

These methods should not be thought of as "high pressure" devices. As pointed out by a recent bulletin of the Michigan Education Association: "Public education deserves a better fate than to be advertised like a beauty contest. When you speak of a school you touch upon an institution that is very close to the human heart. *If you wish to advertise the school, you should do so first of all by having a good school*, and then by bringing the school and home so very close together, in terms of acquaintance and service rendered, that it is unnecessary to resort to high pressure advertising in order to implant your message in the hearts of your fathers and mothers."<sup>1</sup>

The list of ideas suggested below, which has been compiled from a survey of methods now being used by school systems throughout the country, should be used when and where they will be helpful in bringing the home and school close together. Their use need not take on the aspect of a sales campaign. They are simply helpful connecting links between the schools and the homes of America which are jointly responsible for preparing the youth of to-day for the responsibilities which will come to them to-morrow.

### Through teachers and school officials

1. Visits to homes—Some teacher should visit the home of each pupil.
2. Messages to parents—Pertinent messages on school facts can be printed or secured in the form of inexpensive leaflets and sent to homes with report cards.

<sup>1</sup>Michigan Education Association. A Cooperative Study of Community Relations. Bulletin No. 24, Lansing, Michigan: the Association.

## 24 DEPARTMENT OF SECONDARY-SCHOOL PRINCIPALS

3. **House organs**—Very helpful if well-prepared and widely distributed.
4. **Open letters to citizens**—Useful for special messages.
5. **Posters and graphs**—Particularly useful as a supplementary aid in “getting ideas across.”
6. **Speeches before lay groups**—Opportunities of this kind are valuable.
7. **Movies and slides**—Some school systems have made motion pictures of school activities for showing at community functions. Such films, however, are costly and take time to produce. Where the need is urgent slides can be produced quickly.
8. **American Education Week**—See page 26.
9. **The school a community center**—If the school is made the center of many of the vital activities of the community it will, to a large extent, interpret itself to the patrons.
10. **Handbills**—For special purposes they can be used effectively.
11. **Speakers' Bureau**—The fact that strong speakers are available encourages groups looking for speakers to call on such a Bureau.
12. **Special teachers**—Their work is principally with the homes and adults. They include the visiting teacher, the visiting nurse, and the evening school teacher.
13. **Social contacts**—Provide many opportunities for personal conversations with patrons. Develop mutual confidence.
14. **Miscellaneous devices**—Lapel tags, pennants, street car signs, post cards, book marks, blotters, letterheads.
15. **Learning from others**—Just as it is wise for teachers to visit other schools occasionally for ideas on teaching technics, so it is wise for school officials to visit other school systems to learn about their public relations programs.

### Through the pupils

1. **Classes and assemblies in the school**—Can occasionally be used for the purpose of presenting the case to the pupils who will carry the message to the parents. Of course, parents are welcome to visit at any time.
2. **Pupil publications**—Include school papers with articles, editorials, and cartoons; posters; annuals; printed programs; handbooks. Parents are deeply interested in such projects.
3. **Student programs**—Student programs which dramatize for parents the skills and abilities the pupils have gained in school are very valuable. The graduation program, for example, is being used for interpreting the school in a rapidly increasing number of communities.
4. **School exhibits**—May be used in connection with school programs or made the occasion for an open house.
5. **Open house night**—One school had the pupils submit slogans for publicity such as: “See in demonstration, your child's education.” “Why pay the tax and not know the facts?”
6. **Nation-wide student projects**—In order to help acquaint pupils with the needs and aims of the schools the Division of Publications of the National Education Association, 1201 Sixteenth Street, N. W., sponsors projects in editorial writing, cartooning, and printing. Information on request.

### Through community agencies and groups

1. **Parent-teacher associations**—One of the very best allies of public education is the parent-teacher association. They have a special interest in the schools and most of them, under the guidance of state and national organizations, are effectively organized units. The importance of careful work with and through these groups can hardly be over-estimated.

2. **Newspapers**—In most communities the press is eager to print school news if the school officials cooperate in making it available. Possibilities include news stories, cartoons, editorials, feature articles, advertisements, school pages, pictures, and special editions.

3. **Citizens' conferences**—When schools are in jeopardy one of the best ways to meet the situation is to hold public meetings and invite citizens to come for a frank discussion of the school situation.

4. **Advisory councils**—Some cities have found it helpful to have a council of laymen to advise with the school officials. The superintendent may use the plan for the city, the principal for his school. Care is taken not to duplicate the responsibilities of the board of education. Gives a larger number of citizens a definite connection with school affairs.

5. **Radio programs**—One of the best means of reaching the entire community. To be effective, great care must be taken in the planning and production of programs.

6. **Civic organizations**—In every city there are many organizations ready to assist the schools if called upon. They include the American Legion, women's clubs, service clubs, and fraternal societies.

### If You Speak for the Schools

Be temperate in your statements. The case is strong; it need not be over-told. Above all, refrain from attacks on other groups of workers directly or by innuendo. The public school is strong enough to stand on its own feet. Sell it on its own merits.

Be moderate. Respect the attitudes of those who differ. Most of them are honest American citizens, but misinformed.

Assume a natural good will toward the schools on the part of your hearers. Almost every American is at heart an ardent believer in the public school system. Therefore approach each audience as one composed of friends.

Urge always that your hearers do their part to overcome prejudice and ignorance that may hurt the schools, and to drive home to their representatives that the schools should be protected at all hazards.—From *Our Children's Schools* published by the committee on Public Relations of the Pennsylvania State Education Association, 400 North Third Street, Harrisburg, Pa.

## American Education Week 1933

The observance of the thirteenth annual American Education Week, November 6-12, 1933, will be of the utmost significance in the maintenance of free and universal education as an American ideal. The occasion will find many school doors shut. Thousands of young people who have been denied the birthright of equality of opportunity through education will be idle, or roving about the country with the vagrant horde of neglected boys and girls that is already more than three times the size of our standing army. In the midst of this failure of the nation's provisions for the welfare of childhood, there are raised the voices of insistent demand that this breakdown should be made permanent.

Because of this threat to the prosperity and happiness of future generations, the annual conference of school and home that takes place each American Education Week will this year concern every person who is interested in continuing a democratic form of government based upon an enlightened citizenry. Every teacher will welcome this opportunity to help maintain the rights of childhood.

In order to aid the Joint Commission in its program of educational reconstruction, the three sponsors of American Education Week—the National Education Association, the American Legion, and the United States Office of Education—have invited the Commission to outline a suitable program for the observance of American Education Week in 1933.

The theme for American Education Week in 1933 will be "Meeting the Emergency in Education." The daily themes are as follows:

- Monday, November 6—The Increased Responsibility of the Schools.
- Tuesday, November 7—Financial Support of the Schools.
- Wednesday, November 8—What Citizens May Do to Protect the Schools.
- Thursday, November 9—Home and School Cooperation.
- Friday, November 10—The Schools and Reconstruction.
- Saturday, November 11—The Schools and Loyalty to the Nation.
- Sunday, November 12—Safeguarding Character Essentials.

Write the Division of Publications, National Education Association, 1201 Sixteenth Street, N. W., Washington, D. C., for suggestions and for information concerning materials useful in celebrating American Education Week.

# Some Useful References

## BOOKS

Alexander, C. and Theisen, W. W. *Publicity Campaigns for Better School Support*, New York: World Book Co., 1921.

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North Carolina Education Association. *Education—1900 and Now*. 1930. Raleigh, North Carolina: the Association.

North Carolina Education Association. *Interpreting the Public's Schools*. 1929. Raleigh, North Carolina: the Association.

North Carolina Education Association. *The Case for the Schools*. Raleigh, N. C.: the Association. 1932. 37 p.

Pennsylvania Education Association. *Our Children's Schools*. Committee on Public Relations. 1933. Harrisburg, Pa.: the Association.

Wisconsin Teachers Association. *Guiding Wisconsin's Growing Generation*. Madison, Wisconsin: the Association. 1933. 238 p.

## MAGAZINE ARTICLES

Fowlkes, J. G. "Planning the School Publicity Program," *Nation's Schools* 6:84, September, 1930.  
For each month of the school year—lists many ideas and events around which the public relations program can be built.

Koch, Harlan C. Non-Newspaper Possibilities in Continuous School Publicity, *Educational Research Bulletin*. May 27, 1925.  
A catalogue of several hundred items listed under 4 headings: (1) Pupil activities; (2) teacher activities; (3) the school in general; (4) displays.

Morgan, J. E. "The Need for Educational Interpretation." *Journal of the National Education Association*. February, 1930.  
See Education Index for many other titles.

## MATERIAL FOR THE LAYMAN

Professional and lay magazines often contain articles on education of special interest to the layman. Such articles may be distributed by clipping, by loaning the entire magazine, or by reproducing for general distribution.

Prepared for the Joint Commission on the Emergency in Education  
by the Research Division of the National Education Association.

## Where to Find the Facts on School Finance<sup>1</sup>

Any who find these sources inadequate may address requests for further information to the Research Division, National Education Association, 1201 Sixteenth Street, N. W., Washington, D. C.

**1. Where can I find statistics on expenditures of state and local governments for education?** Reports published biennially by the U. S. Office of Education are the outstanding source of official figures on educational expenditures. Separate chapters of the *Biennial Survey of Education, 1928-30*, present data on expenditures of state<sup>2</sup> and city<sup>3</sup> school systems. State school expenditures include expenditures of state governments and all local subdivisions. Figures on city school expenditures cover cities of four population groups. Latest available complete data are for the school year ending in June, 1930. Data for 41 states are available for 1930-31 in a circular of the Educational Research Service.<sup>4</sup>

**2. Where can I find statistics on per pupil expenditures for education?** The U. S. Office of Education also compiles figures on the per pupil cost of education. Chapter 2, Volume 2, of the *Biennial Survey of Education, 1928-30*, cited under question 1 above, gives expenditures per pupil enrolled and per pupil in average daily attendance in each of the states. Figures on per pupil costs of education in city school systems for the year 1931-32 are reported in more detail in a mimeographed circular.<sup>5</sup> This circular gives the percentage distribution of per pupil expenditures by educational functions.

**3. How can I determine what percentage of the wealth and income of the nation and the states is invested in public education?** Several reliable agencies make estimates of the total national wealth and income. Among the most important are those of the National Bureau of Economic Research<sup>6</sup> and the National Industrial Conference Board.<sup>7</sup> These estimates are brought together and compared with the costs of education and the value of school property in a recent *Research Bulletin*.<sup>8</sup>

**4. What are the sources of information on the relation of school expenditures to general governmental expenditures?** The *Research Bulletin* of the National Education Association, cited under question 3, compares expenditures of federal, state, and local governments with school expenditures for the year 1930. Data for other years on federal expenditures can best be secured from the annual reports of the Secretary of the Treasury.<sup>9</sup> Expenditures of state governments<sup>10</sup> and of cities over 30,000 in population<sup>11</sup> are published annually by the U. S. Census Bureau. The National Industrial Conference Board in its annual volume<sup>12</sup> dealing with costs of government brings together data from all these sources. Comparisons can be made with statistics on school expenditures from sources cited under question 1.

**5. Where can I get information on the relation of school expenditures to other major items of expenditure of the American people?** Data for estimating the expenditures of the American people for life insurance, building construction, and passenger automobiles are available from a variety of sources. On the basis of these data the November, 1932, issue of the *Research Bulletin* already cited in replies to questions 3 and 4, presents estimates of these expenditures for the year 1930, in the nation as a whole and in each of the states and compares these estimates with expenditures for schools as reported by the U. S. Office of Ed-

<sup>1</sup>Prepared for the Joint Commission on the Emergency in Education by the Research Division of the National Education Association.

<sup>2</sup>U. S. Department of the Interior, Office of Education. *Biennial Survey of Education, 1928-30*. Bulletin 1931, No. 20. Washington, D. C.: Government Printing Office, 1932. Vol. 2, Chapter 2, "Statistics of State School Systems." 75 p.

<sup>3</sup>Ibid. Vol. 2, Chapter 3, "Statistics of City School Systems." 231 p.

<sup>4</sup>National Education Association, Department of Superintendence and Research Division. *Expenditures and Personnel for Public Elementary and Secondary Day Schools, State School Systems, 1931-32*. Educational Research Service, Circular No. 11, 1932. Washington, D. C.: the Association, November, 1932. 22 p.

<sup>5</sup>U. S. Department of the Interior, Office of Education. *Per Capita Costs in City Schools, 1931-32*. Mimeoed Circular No. 73. Washington, D. C.: the Office of Education, 1932.

<sup>6</sup>National Bureau of Economic Research, 51 Madison Avenue, New York, N. Y.

<sup>7</sup>National Industrial Conference Board, 247 Park Avenue, New York, N. Y.

<sup>8</sup>National Education Association, Research Division. "Facts on School Costs." *Research Bulletin* 10: 293-26; November, 1932. Washington, D. C.: the Association.

<sup>9</sup>U. S. Treasury Department. *Annual Report of the Secretary of the Treasury on the State of the Finances for the Fiscal Year Ending June 30, 1932*. Washington, D. C.: Government Printing Office, 1932. 490 p.

<sup>10</sup>U. S. Department of Commerce, Bureau of the Census. *Financial Statistics of States, 1930*. Washington, D. C.: Government Printing Office, 1932. 123 p.

<sup>11</sup>U. S. Department of Commerce, Bureau of the Census. *Financial Statistics of Cities Having a Population of Over 30,000—1930*. Washington, D. C.: Government Printing Office, 1932. 523 p.

<sup>12</sup>National Industrial Conference Board. *Cost of Government in the United States, 1929-30*. New York: the Board, 1932. 167 p.

ucation. An earlier issue of the *Research Bulletin* published in September, 1930,<sup>1</sup> compares school expenditures with estimated expenditures for certain luxuries in 1928. Articles classed as luxuries include: candy, tobacco, chewing gum, soft drinks, theatre admissions, sporting goods, jewelry, and cosmetics. The costs of education and crime are often compared either in terms of the total bill or as between the cost per child for schools and per inmate for prisons. The facts involved in such comparisons can be obtained from a recent *Research Bulletin*.<sup>2</sup>

6. **How can I get the facts on the increase in education costs?** Reliable information on the amount of increase or decrease in school expenditures over any given period of time can best be obtained from the U. S. Office of Education. The chapters on "Statistics of State School Systems" of the *Biennial Survey of Education*, referred to in the reply to question 1, report figures showing trends in school costs since 1870.

7. **Where can I find information on the effects of the present depression on school finance and administration?** Circulars published by the U. S. Office of Education<sup>3</sup> and the Educational Research Service<sup>4</sup> of the National Education Association are excellent sources of information on this point with respect to city school systems. Facts with regard to the situation in both urban and rural schools are summarized in a report<sup>5</sup> prepared for the Citizens' Conference on the Crisis in Education, held in Washington, D. C., in January, 1933. A detailed study of rural school conditions is also available.<sup>6</sup>

8. **Are there any data available on comparative tax rates levied in cities for school and other purposes?** Each year, C. E. Rightor of the Detroit Bureau of Governmental Research compiles data on tax rates levied in American cities. These data for the year 1932, covering 277 cities, are published in an article which appears in the December issue of the *National Municipal Review*.<sup>7</sup> The article is also valuable in reprint form. Comparison can be made between the figures presented in this article and data on tax rates levied for school purposes in cities of three population groups reported in Chapter 3 of the Office of Education's *Biennial Survey of Education*, cited above in reply to question 1. The latest figures available on school tax rates at the present time are for the school year 1929-30.

9. **What are the sources of information on the relation of the Federal Government to the financing of education?** The January and March, 1926, issue of the *Research Bulletin*<sup>8</sup> of the National Education Association is devoted to a study of the need of federal support in education. For the benefit of those who are interested in continuing their study of this problem, this bulletin also provides a bibliography of selected references. Another very important study in this field is the report of the National Advisory Committee on Education.<sup>9</sup>

10. **Where can I obtain information concerning sources of school support in the various states?** A bulletin of the U. S. Office of Education<sup>10</sup> describes the school revenue system in each of the states as of the year 1926. More recent information is available in tabular form in an annual publication of the Tax Research Foundation.<sup>11</sup> The *National Survey of School Finance*<sup>12</sup> reviews a number of recent developments in this field.

11. **How can I find out what states are using the income tax as a source of school support?** Two studies issued by the Research Division summarize practice of the states taxing

<sup>1</sup>National Education Association, Research Division. "Investing in Public Education." *Research Bulletin* 8:166-220; September, 1930. Washington, D. C.: the Association.

<sup>2</sup>National Education Association, Research Division. "Crime Prevention Through Education." *Research Bulletin* 10:132-201; September, 1932. Washington, D. C.: the Association.

<sup>3</sup>Defenbaugh, W. S., and Foster, Emery M. *Some Effects of the Economic Situation on City Schools*. Circular No. 79. Washington, D. C.: U. S. Office of Education, February, 1933. Mimeo, 18 p.

<sup>4</sup>National Education Association, Department of Superintendence and Research Division. *Some Trends in City School Finance*. Educational Research Service Circular No. 5, 1932. Washington, D. C.: the Association, May, 1932. 34 p.

<sup>5</sup>U. S. Office of Education and National Education Association, Research Division. *The Current Situation in Education: Increased Responsibilities—Decreased Revenues*. Prepared for the Citizens' Conference on the Crisis in Education, January 5-6, 1933. Washington, D. C.: the American Council on Education, 1933. 28 p.

<sup>6</sup>Gaumnitz, W. H. *Some Effects of the Economic Situation Upon the Rural Schools*. Circular No. 80. Washington, D. C.: U. S. Office of Education, February, 1933. Mimeo, 18 p.

<sup>7</sup>Rightor, C. E. *Comparative Tax Rates in 277 Cities in 1932*. (Reprinted from the December, 1932 issue of the *National Municipal Review*.) Statistical Series, Publication No. 8. New York: Municipal Administration Service, 1932. 16 p.

<sup>8</sup>National Education Association, Research Division. "The Ability of the States to Support Education." *Research Bulletin* 4:1-88; January and March, 1926. Washington, D. C.: the Association.

<sup>9</sup>National Advisory Committee on Education. *Federal Relations to Education*. Part I, Committee Findings and Recommendations; Part II, Basic Facts. Washington, D. C.: the Committee, 1931. Part I, 140 p.; Part II, 448 p.

<sup>10</sup>Swift, Fletcher Harper, and Zimmerman, Bruce A. *State School Taxes and School Funds and Their Apportionment*. Bulletin 1928, No. 29. Washington, D. C.: Government Printing Office, 1929. 481 p.

<sup>11</sup>Tax Research Foundation. *Federal and State Tax Systems*. Fourth edition, January 1, 1933. Chicago, Ill.: Commerce Clearing House, Inc. 209 p.

<sup>12</sup>National Survey of School Finance. *State Support for Public Education*. (Paul R. Mort, director), Washington, D. C.: American Council on Education, 1933. 496 p.

## 30 DEPARTMENT OF SECONDARY-SCHOOL PRINCIPALS

incomes of individuals<sup>1</sup> and corporations.<sup>2</sup> Special attention is given to the use of these taxes as sources of state school revenue. The first of these studies, dealing with the personal income tax, presents information as of the year 1930. The second, on the corporation income tax, includes 1931 legislation.

12. **What are the sources of information on sales taxes now in effect?** The publication of the Tax Research Foundation cited under question 10, contains a special tabulation of state sales taxes, the amount of yield, use of proceeds, etc. For a summary of practice and problems, the recent report of the National Industrial Conference Board on this topic is useful.<sup>3</sup>

13. **How can I estimate the probable yield of a sales tax or income tax in my state?** This is a highly technical problem. Worthwhile estimates of the probable yield of sales taxes or other types of taxes can hardly be made without extended research and study of local conditions. Among these sources of data, the state series of the Federal Census of Distribution<sup>4</sup> will be especially useful. Figures on various federal sales taxes, such as that on tobacco, are also important. A convenient source for such figures is the preliminary report of the Congressional Subcommittee on double taxation.<sup>5</sup> Methods of estimating the yield of income taxes with varying rates and exemptions have been worked out by Compton for the Ohio Institute.<sup>6</sup>

14. **How can I determine what states have made recent progress in adopting satisfactory equalization plans?** The report of the National Survey of School Finance, cited above in reply to question 10, is the most recent and comprehensive statement in this field. It analyzes the points of strength and weakness in existing state school apportionment plans and describes in detail some of the more recent developments in this field.

15. **From what source can I get information on recent school finance legislation?** The Research Division has compiled an annual review of important school legislation since 1928.<sup>7</sup>

<sup>1</sup>National Education Association, Research Division. *The Personal Income Tax and School Support*. Studies in State Educational Administration, No. 8. Washington, D. C.: the Association, February, 1931. 20 p.

<sup>2</sup>National Education Association, Research Division. *The Corporation Income Tax and Its Relation to School Revenue Systems*. Studies in State Educational Administration, No. 11. Washington, D. C.: the Association, August, 1932. 19 p.

<sup>3</sup>National Industrial Conference Board. *Sales Taxes: General, Selective, and Retail*. New York: the Board, 1932. 79 p.

<sup>4</sup>U. S. Department of Commerce, Bureau of the Census. *Retail Distribution: Ohio*. Census of Distribution, 1930. Washington, D. C.: Government Printing Office, 1932. 207 p. (Similar reports for other states in the fields of retail and wholesale distribution are available from the Census Bureau.)

<sup>5</sup>U. S. Congress, House of Representatives, Committee on Ways and Means. *Preliminary Report of a Subcommittee of the Committee on Ways and Means Relative to Federal and State Taxation and Duplications Therein*. 72d Congress, 2d Session, House Committee Print. Washington, D. C.: Government Printing Office, 1932. 328 p.

<sup>6</sup>Ohio. Governor's Taxation Committee, Committee on Research. *A Study of Personal Income Taxes of the Various States and Probable Yields of Such Taxes if Applied in Ohio*. Second preliminary report to the Governor's Taxation Committee, October 15, 1930. Columbus, Ohio: the Committee on Research. Mimeo., 68 p.

<sup>7</sup>National Education Association, Research Division. *State School Legislation, 1929*. Studies in State Educational Administration, No. 1. Washington, D. C.: the Association, December, 1929. 57 p. (Out of print.)

National Education Association, Research Division. *State School Legislation, 1930*. Studies in State Educational Administration, No. 6. Washington, D. C.: the Association, December, 1930. 12 p.

National Education Association, Research Division. *State School Legislation, 1931*. Studies in State Educational Administration, No. 10. Washington, D. C.: the Association, February, 1932. 20 p.

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